DOCUMENT RESUME

ED 443 927 UD 033 711

AUTHOR Leiderman, Sally A.; Dupree, David M.
TITLE Project Change Evaluation Research Brief.
INSTITUTION Center for Assessment and Policy Development, Bala Cynwyd, PA.
SPONS AGENCY Levi Strauss Foundation, Inc., San Francisco, CA.
PUB DATE 2000-03-10
NOTE 36p.
PUB TYPE Reports - Evaluative (142)
EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS *Community Programs; Evaluation Methods; Formative Evaluation; *Multicultural Education; Program Effectiveness; Program Evaluation; *Racial Discrimination; *Urban Schools
IDENTIFIERS *Antiracist Education; *Project Change

ABSTRACT

Project Change is a community-driven anti-racism initiative operating in four communities: Albuquerque, New Mexico; El Paso, Texas; Knoxville, Tennessee; and Valdosta, Georgia. The formative evaluation of Project Change began in 1994 when all of the sites were still in planning or early action phases. Findings from the summative evaluation will be available in 2002. This report provides more technical information than has been available previously. It covers: (1) development of the Project Change model and theory of change; (2) evaluation approach and challenges; (3) early findings; and (4) next steps in evaluation. Some of the special challenges of anti-racism work have been identified. These include the fact that people want to know whether the work is effective long before tangible results are likely to be produced. Because it is not clear what it will take to solve the problem of racism, it is hard to use markers of progress to predict eventual success from early results. Evaluation findings do show that communities have benefited from Project Change in some tangible ways. The policies of lending institutions have changed to make new funds available to poor people. Project sites have raised awareness about hate crimes, and communities are beginning to institutionalize their Project Change work so that it will last beyond the initial funding. Some unintended benefits have come to participants in terms of new skills and a higher degree of awareness. Some social policy benefits have also been apparent as lessons generated by project management, the communities, and the evaluation have helped stimulate anti-racism activities by other funders and in other communities. (SLD)

Reproductions supplied by EDRS are the best that can be made
from the original document.

CAPD

ED 443 927

# PROJECT CHANGE

# EVALUATION RESEARCH BRIEF

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
☑ This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL HAS BEEN GRANTED BY

S. Leiderman
Center for Assessment + Policy Dev't

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

1

UD033711

MARCH 2000

CENTER FOR
ASSESSMENT AND
POLICY
DEVELOPMENT

2

BEST COPY AVAILABLE

*The mission of the Center for Assessment and Policy Development (CAPD) is to improve the lives and prospects of children, adolescents and families and to strengthen communities. We do this by helping others to craft and execute thoughtful responses to pressing social issues.*

*Our Partners include:*

- *community groups;*
- *nonprofit institutions;*
- *state and local governments;*
- *schools; and*
- *corporate and private foundations*

*CAPD is a not-for-profit organization founded in 1987.*

*WWW.CAPD.ORG*

# *PROJECT CHANGE EVALUATION RESEARCH BRIEF*

*Sally A. Leiderman*
*Davido M. Dupree*

*March 10, 2000*

## ACKNOWLEDGMENTS

We would like to acknowledge the following individuals for their support, collaboration and insights contributing to the development of this document. We are especially grateful to the staff and volunteer leaders of Albuquerque Project Change; El Paso Project Change; Knoxville Project Change and Valdosta Project Change for tolerating and helping us over the past eight years. In addition, Shirley Strong, Director, National Project Change, has been a partner, prodder and teacher since the very beginning. The evaluation reflects many of her intellectual contributions. Likewise, Henry A.J. Ramos, Senior Management Consultant to Project Change (and interim director) always points out what matters and helps keep the work focused. Gina Warren and Judy Belk at the Levi Strauss Foundation were strong advocates for taking a critical look at their own grant making, and helped create a learning relationship between the Board of the Levi Strauss Foundation and this work. We thank all of them.

At CAPD, we want to thank Judy Barci and Janet Warner for their usual excellent editorial and production skills, and for all their work on behalf of Project Change over many years. We also want to thank Jason Tomasian, at Project Change National Headquarters, for a hundred small and large contributions to this work.

SAL
DMD

## *EXECUTIVE SUMMARY*

*The Levi Strauss Foundation (LSF) asked the Center for Assessment and Policy Development (CAPD) to evaluate its Project Change initiative. Project Change is a community-driven anti-racism initiative operating in four communities – Albuquerque, NM; El Paso, TX; Knoxville, TN; and Valdosta, GA. Albuquerque, El Paso and Valdosta began planning in 1991; Knoxville joined Project Change and began planning in 1993. In 1997, a national Project Change office was formed by a gift from LSF to the Tides Center. The national office provides an institutional base for Project Change, and a place from which additional anti-racism work can be developed and implemented.*

*We began our formative evaluation of Project Change in 1994, when all of the sites were still in planning or early action phases. Formative evaluation continued through 1998. Numerous internal reports for the sites, staff and Board of LSF have been produced. In addition, early findings and lessons from evaluation have been published and distributed widely. Lessons on planning an anti-racism initiative were published in 1996; lessons from early implementation were published in 1999. Findings from summative evaluation will be available in 2002.*

*The purpose of this research brief is to provide more technical information than has been available previously. It covers: 1) development of the Project Change model and theory of change; 2) evaluation approach and challenges; 3) early findings; and 4) next steps in evaluation. We hope this brief will help other communities, funders, policy makers and researchers figure out good ways to tell their stories, track their progress and document the results of their anti-racism work.*

*Major challenges for evaluators, and early findings about Project Change, are summarized below:*

*<u>Challenges for evaluation</u>*

*Besides the usual technical issues related to evaluation of multi-year, multi-site community-wide initiatives, evaluation of anti-racism work poses some special challenges:*

- *For a variety of reasons (impatience with things as they are; concern that scarce resources be well-used; perceived riskiness of the work) people want to know whether or not the work is effective long before tangible results are likely to be produced;*

- *As a field and a nation, we have never solved the problem of racism. So we don't have a clear picture of what it will take to do so. This makes it hard to use markers of progress to predict eventual success from early results.*

- *There is racism in evaluation, as in other spheres. A key question is what constitutes success and who says so.*

*Early findings*

- *Communities have benefitted in tangible ways from Project Change.*
  - *Fair lending strategies have changed policies and practices of lending institutions; and made new funds available to poor people and people of color in at least two of the sites.*
  - *Sites have raised awareness about hate crimes, and in at least two of the sites, are involved in training law enforcement officials in different ways of identifying and prosecuting them.*
  - *Communities are beginning to institutionalize their Project Change work so it will last beyond the period of LSF funding. For example, Albuquerque Project Change has created the Albuquerque Project Change Fair Lending Center at the Public Law Center of the University of New Mexico. APC FLC is fully staffed and trains communities to take advantage of Fair Lending laws and regulations to increase access to capital for people of color, as APC did in coalition with other advocates and lending institutions.*
  - *While Project Change was still planning and implementing its strategies, it was already producing benefits from other activities. Unintended benefits came from responding well to opportunities for anti-racist action; serving as a watchdog organizations or coalition; and from activities that leaders of Project Change took, outside their Project Change work, that they attributed to renewed passion and specific skills acquired through their participation in Project Change.*
  - *Project Change has been of benefit from a social policy perspective, as well as to participating communities. Lessons generated by project management, the communities and evaluation have helped to stimulate and inform anti-racism action by other funders and in other communities. The national Project Change office has produced materials – for example, a glossary, resource guide and toolkit with specific and practical information to promote better anti-racism work.*

## PROJECT CHANGE EVALUATION RESEARCH BRIEF

The Levi Strauss Foundation commissioned an evaluation of Project Change beginning in 1994. The Foundation had established funding partnerships with four communities — Albuquerque, NM; El Paso, TX; Knoxville, TN and Valdosta, GA – to plan and implement anti-racism strategies. Evaluation was commissioned while the four communities were still in planning or early action phases. The goals of evaluation were to:

- Capture and present data that would inform the Board of the Levi Strauss Foundation of the value of their investment;
- Provide information and analysis to project management and staff of the Foundation to support implementation of an effective community-driven, multiracial anti-racism initiative, the only such foundation/community partnership operating in the U.S.;
- Identify progress and challenges, and give feedback that the Project Change communities could use to reflect on their work and make mid-course changes, as appropriate; and
- Cull and share lessons that would be useful to other communities, collaborations and funders who might want to replicate the Project Change model and/or incorporate its learnings into relevant community building and anti-racism work.

LSF asked the Center for Assessment and Policy Development (CAPD)[1] to design and carry-out an evaluation that would meet these goals. Formative evaluation continued through 1998, covering planning and early action (or implementation) phases of the initiative. Internal reports for project management and the LSF Board, and feedback documents for the communities, were produced during each year of evaluation. Early results and learnings have also been summarized in two public reports that were disseminated in 1996 and 1999. LSF anticipates that a final round of evaluation research will be completed in 2002, to document results 10 years after Project Change was first begun.

---

[1]CAPD is a non-profit research, planning and policy organization that frequently evaluates community/foundation partnerships aimed at improving the quality of life of children, families and neighborhoods, including those of color. LSF selected CAPD because of our background in those areas. We were not experts in anti-racism work. Like others involved with Project Change, we eventually recognized the need for additional training so we would have a much more informed and rigorous anti-racism vocabulary and analysis. We also had the opportunity over the same time period to participate in personal transformation work as evaluators of Healing the Heart of Diversity, a leadership development program of the Fetzer Institute for diversity professionals and social change agents. In our opinion, these development activities were crucial to bringing our organizational and personal capacities to an adequate level to do evaluation in this area.

The purpose of this research brief is to provide more technical information about the evaluation of Project Change, and its findings, than has been included in earlier public reports. As more diversity, multi-cultural and community building efforts recognize the importance of addressing personal prejudice and institutional racism as part of their work, more people have become interested in knowing whether or not they are being effective in those areas. In addition, as more anti-racism efforts are funded, there is increasing pressure to demonstrate results. This report is being produced to share what we have learned about assessing these kinds of efforts in hopes it will be useful to others.

The rest of this brief is organized as follows:

- Development of the Project Change model;
- Evaluation challenges and methods;
- Short-term markers of progress and results; and
- Next steps.

## DEVELOPMENT OF THE PROJECT CHANGE MODEL

### Model development

Project Change was created in 1991 as the outgrowth of a gift from Levi Strauss and Co. (LS&Co.) to the Levi Strauss Foundation (LSF). The Board of the Foundation challenged its staff to recommend an initiative that would make a substantial difference to the quality of life in communities where LS&Co. employees lived and worked. After considering several options, the Board elected to put this gift toward acknowledging and directly addressing the effects of racism. At that time, no other corporate or national foundation was funding community anti-racism work so labeled.

The Project Change model calls for the development of community task forces to plan and oversee the implementation of anti-racism strategies. These strategies are designed to meet at least one of the following goals:

- Dismantling institutional policies and practices that promote or encourage racial discrimination;
- Easing tension between majority and minority groups, as well as inter-ethnic conflicts;

- Promoting fair representation of community diversity in the leadership of important community institutions; and

- Stopping or preventing overt acts of racial and cultural prejudice.

When this work began, the communities and LSF did not have a fully formed theory about how these goals could be accomplished. At the same time, they were able to, and did, draw on an extensive body of personal and professional experience in civic leadership, anti-racism activism, community organizing, community building and 20 years of LSF grantmaking. Based on this work and advice from a national advisory committee, they developed and implemented Project Change as follows:

- LSF assessed the needs and capacities of all of the communities where LS&Co. had a substantial number of employees. They determined which ones had a core of interested multi-racial community leaders, and might accept the challenge of Project Change. National and regional Foundation staff and advisors spent several weeks in the field talking to a wide range of stakeholders in each community (see *Lessons Learned I, How to Plan An Anti-Racism Initiative* for more details).

- Three communities – Albuquerque, NM; El Paso, TX; and Valdosta, GA – were invited to enter a planning phase. Albuquerque, EL Paso and Valdosta began planning in 1991. Knoxville, TN was invited to join and plan for Project Change in 1993.

- The initial task forces had between 12 and 21 members, all of whom are volunteers. A guideline was that at least 51 percent of the members of each task force had to be people of color and at least 51 percent had to be women.

  LSF identified all of the initial task force members. LSF looked for individuals who had understanding and access to key community institutions, were established community leaders who together represented the full diversity of people in the community but who were not necessarily the traditional representatives of those groups. LSF's belief was that, if the same people who always gathered in the community to work on social justice came together again, they were likely to get the same results as they always had. Thus, people on the initial task forces had not always worked together before Project Change, and some people accustomed to being the representatives of various constituencies were not necessarily invited to join Project Change.

  The process and criteria by which initial task force members were selected turned out to be a crucial element of the model, in some cases setting the stage for a fast start and implementation of very sophisticated and effective strategies, and in

some cases, bringing together people with so much at stake personally and professionally that work never really took off until the membership turned over almost completely.

- Each task force selected a fiscal sponsor to receive a planning grant. They each participated in a two-day retreat focused on prejudice reduction and unlearning racism.

- LSF also funded research about the nature and effects of racism in each community. The research looked at potential disparities in the community between whites and people of color on things such as income, home ownership, access to capital, educational attainment, employment and business ownership; racial attitudes and beliefs; and qualitative information on the racial experiences of people living in that community.

- During the planning phase, task forces oversaw the research and participated in its interpretation. They used the data and their own professional and personal experiences to identify targets for change and strategies that could be implemented in an action phase of work.

  The model initially called for planning to take about six months in each community. However, time frames were deliberately flexible since the Foundation and communities both knew the model would evolve as they learned more about what it would take to do this work. Planning was intended to last for as long as it took each community to identify and coalesce its task force around two products: a publicly disseminated State of Race Relations Report for that community, based on the commissioned research, and an action plan for change that could lead to up to three years of LSF funding.

  Each community eventually moved into the action stage of its work. The planning phase ended up requiring anywhere from between a year to two and one-half years, depending on the "readiness" of the community to directly address personal prejudice and institutional racism, the composition and risk-taking capacity of the initial task force, the quality of paid staffing each group was able to identify and support, and the quality of interactions between the task force and the Foundation.

- Strategies are carried out by volunteers in each of the Project Change communities, with support from LSF as described below. A major element of the Project Change model is the literally thousands of volunteer hours that are donated to carrying out anti-racism strategies in each site, and particularly, by members of the Project Change task forces or Boards.

- The Project Change model calls for communities to receive the following supports to implement their action strategies:

  - Grants from the Foundation to carry out strategies developed which the task forces and LSF agree are feasible and likely to make a difference. Action grants can cover things like: development and delivery of anti-racism training to stakeholders at targeted institutions (e.g., fair lending training to bankers; multi cultural curriculum training to educators, hate bias crime reporting and prosecution training to law enforcement officials); staff or consulting support to implement strategies (e.g., production of videos, PSAs, op-eds and other public education activities, organizing the community to address racial disparities in the policies of law enforcement, schools, banks, banking regulatory agencies); and staff or consulting support to work with partner institutions (e.g., to develop a newspaper series on race relations and the effects of racism in the communities, to organize anti-hate crime commissions or task forces, etc.).

  - The original funding commitment from LSF was for planning and up to three one-year grants for action funding. As work proceeded, LSF recognized the value and need to extend funding. Funds from LSF have been distributed as follows:

    - an initial planning grant;
    - up to three one-year grants to implement plans, based on budgets submitted by the sites;
    - up to two additional one-year grants as sites obtain additional funding and in-kind support. These transitional grants are about 60 percent of action grants; and
    - up to two additional one-year periods of matching funding at lower rates. These legacy grants are about 40 percent of action grants.

    Communities are not guaranteed renewed funding. The task forces and LSF have negotiated these agreements year by year.

  - Technical support and training on race relations, diversity and personal prejudice, group process and conflict resolution, media and public relations, coalition building, and related topics. TA and training were delivered in different formats such as cross-site meetings, retreats for a given task-force and for the wider community in community-wide forums, through facilitation and by participation in customized training programs. Some Project Change staff and task force members were also sponsored to participate in off-site training, particularly through the Healing the Heart

of Diversity program of the Fetzer Institute, and the Undoing Racism training of the People's Institute for Survival and Beyond

- Access to complementary anti-racism activities also funded by LSF. For example, LSF sponsored a campus tour of the film SKIN DEEP, about campus racism. Universities in all of the Project Change sites participated in these programs, most in partnership with Project Change.

- Strategic and visible support from LS&Co. staff and management. For example, Bob Haas, Chairman of LS&Co., spoke to business leaders at anti-racism breakfasts hosted by Project Change in two of the communities;

- Feedback and findings from evaluation; and

- Guidance from Foundation staff and coaches hired by the Foundation, and since 1997, support from management at the Project Change National Office, a program of the Tides Center.

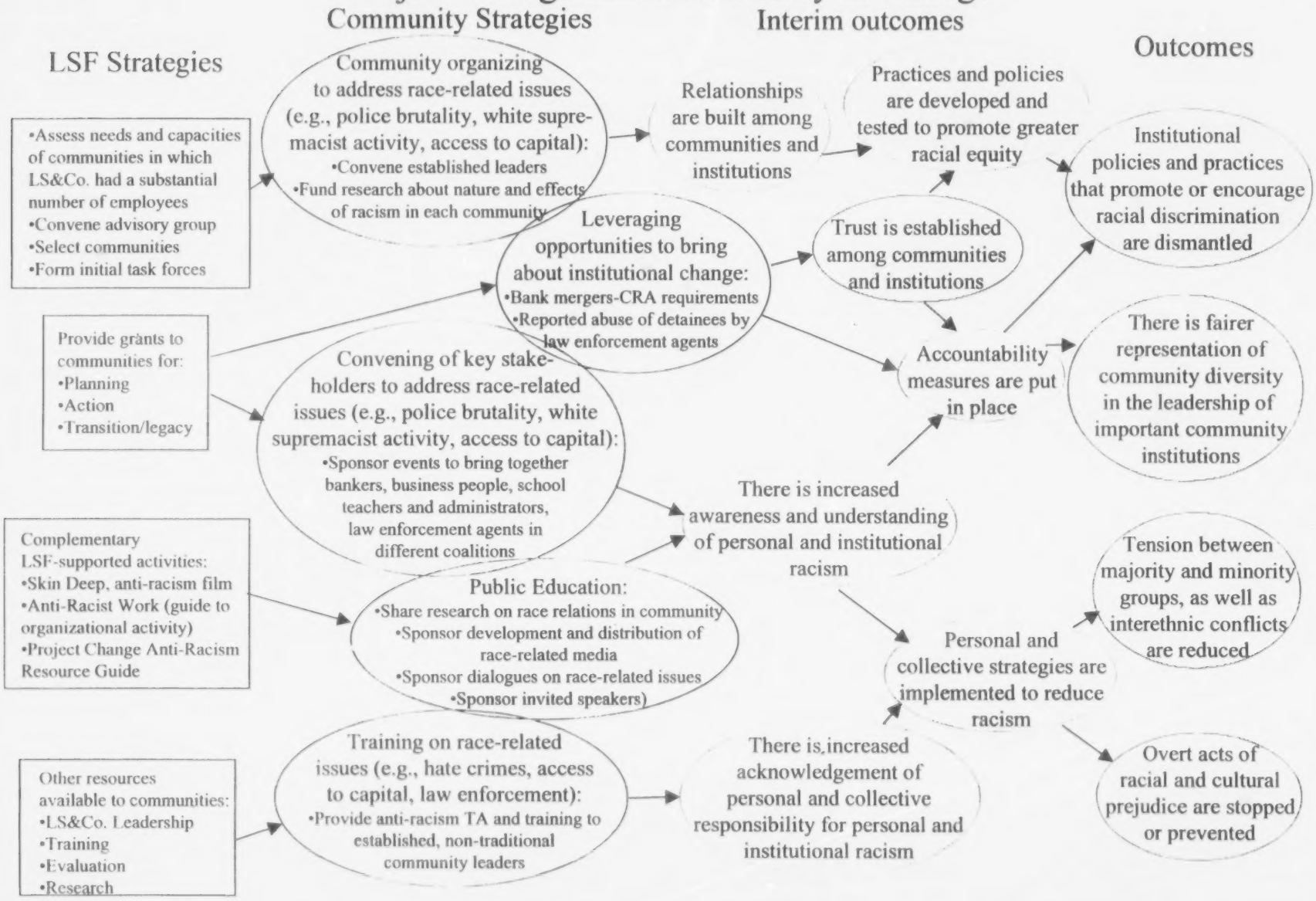
  The Project Change national office was created by a grant from LSF to the Tides Center to establish an ongoing base for the support and expansion of anti-racism work, in order to:

  - expand the autonomy of Project Change and support its growth into a free standing effort;
  - augment incentives and structures for other funders to support the work; and
  - increase the prospects for the institutionalizing of the work begun at LSF through development of a strong organizational base.

Theory of change

Over time, the Project Change model has evolved into a more fully established theory of change about what it takes for a community/foundation partnership to plan, implement and begin to see results from its anti-racism work. Figure 1 on the next page illustrates the theory as it stands today. It focuses on the key elements of the model and how they play out in a given community in the most general sense.

# Project Change Initiative Theory of Change


Community Strategies
Interim outcomes
Outcomes
LSF Strategies
•Assess needs and capacities of communities in which LS&Co. had a substantial number of employees
•Convene advisory group
•Select communities
•Form initial task forces
Community organizing to address race-related issues (e.g., police brutality, white supremacist activity, access to capital):
•Convene established leaders
•Fund research about nature and effects of racism in each community
Relationships are built among communities and institutions
Practices and policies are developed and tested to promote greater racial equity
Institutional policies and practices that promote or encourage racial discrimination are dismantled
Leveraging opportunities to bring about institutional change:
•Bank mergers-CRA requirements
•Reported abuse of detainees by law enforcement agents
Trust is established among communities and institutions
Provide grants to communities for:
•Planning
•Action
•Transition/legacy
Convening of key stake-holders to address race-related issues (e.g., police brutality, white supremacist activity, access to capital):
•Sponsor events to bring together bankers, business people, school teachers and administrators, law enforcement agents in different coalitions
Accountability measures are put in place
There is fairer representation of community diversity in the leadership of important community institutions
There is increased awareness and understanding of personal and institutional racism
Complementary LSF-supported activities:
•Skin Deep, anti-racism film
•Anti-Racist Work (guide to organizational activity)
•Project Change Anti-Racism Resource Guide
Public Education:
•Share research on race relations in community
•Sponsor development and distribution of race-related media
•Sponsor dialogues on race-related issues
•Sponsor invited speakers)
Tension between majority and minority groups, as well as interethnic conflicts are reduced
Personal and collective strategies are implemented to reduce racism
Other resources available to communities:
•LS&Co. Leadership
•Training
•Evaluation
•Research
Training on race-related issues (e.g., hate crimes, access to capital, law enforcement):
•Provide anti-racism TA and training to established, non-traditional community leaders
There is increased acknowledgement of personal and collective responsibility for personal and institutional racism
Overt acts of racial and cultural prejudice are stopped or prevented

Center for Assessment and Policy Development (2000)





BEST COPY AVAILABLE

## EVALUATION CHALLENGES AND APPROACH

Challenges

Design and implementation of an evaluation for Project Change had a number of challenges. Many of these are familiar to evaluators of other multi-site community/foundation partnerships aimed at improving the quality of life in communities. We offer them in the spirit of James Comer's introduction to his discussion of school reform in New Haven, where he said, "in the first year, the kids didn't learn a lot, but we did."

Among the key challenges are:

- There are multiple audiences for evaluation findings (the communities, the Board of Directors and management of the Levi Strauss Foundation, the general field of anti-racism activists and community builders), each of which needed different kinds of information at different levels of specificity to guide decision-making and learning.

- People had an interest in seeing whether or not the work was producing its intended results long before tangible results were likely to be produced or would be evident in accessible data.

- Resources for evaluation, though substantial, were limited. It was important to design an evaluation that could meet the needs of its audiences without overburdening the sites or drawing an inappropriate level of resources away from doing the work.

- Because strategies were being planned by the communities to meet specific community opportunities and needs, the strategies were unknown at the time the evaluation was being designed and varied across the sites.

- The Project Change model relies heavily on voluntary labor, usually with no more than one full-time paid staff at any given time (and each has experienced staff turnover and times without paid staff). Further, new Project Change structures were being formed while the volunteer task forces or Boards also did planning and implemented strategies. In the beginning, data collection and documentation capacities of the sites were very limited, though they grew much stronger over time.[2]

[2]Several of the communities now draw on their own considerable capacity to tell their stories and document their results. The Foundation, communities and the evaluation team made a mutual decision in 1998 that resources did not need to be spent on external, site-based evaluation, at least until sites had a chance to implement strategies more fully and longer term results might be captured. At the same time, the groups still benefit from guided

- Project Change is a community-wide intervention (that is, it is a saturation model). In addition, the interventions that Project Change can effect, even when they are very sophisticated and well implemented, are small compared to other political and economic changes that influence the quality of life in communities. Employment patterns have changed, often dramatically, in Project Change communities as a result of military base and manufacturing plant closing or restructuring. In some communities, patterns of in- and out- migration have created significant changes in the power dynamics and demographics of the communities. Some have experienced significant changes in leadership of government and community institutions.

  Thus, it would be difficult and probably inappropriate (in a technical sense) to try to quantify how much of a change in outcomes is a direct result of Project Change. At the same time, because Project Change was new to the communities and its activities were being documented by the communities and evaluation, it can be relatively straightforward to look at cause and effect through qualitative interviews and observations at different points over time.

There are also some special and important challenges because this is an evaluation of anti-racism work. Key among them are:

- Uncertainty about what short-term markers of progress actually predict lasting reduction in personal prejudice, institutional racism or their effects. Even though people have been working on reducing racism and its effects for many years (at least since slavery and abolition), they continue to be pervasive in the U.S. Thus, we are not certain as a field, or as a nation, about what it will take to achieve Project Change's long-term goals.

  This is confounded by the fact that anti-racism work is not linear – disparities and injustices sometimes get smaller or fewer but then increase again based on political or economic changes in communities or nationally. In fact, one theory is that the progress of anti-racism work encounters its strongest resistance just when it is most likely to improve the quality of life for a substantial number of people or when it most threatens the status quo. This argument is behind the idea of "gatekeepers" and why people say that 1) racism, sexism, discrimination based on language and immigrant status is more subtle and difficult to address now than it was before landmark civil rights legislation, 2) why civil rights are currently under legislative and judicial attack and are less aggressively enforced by regulatory and policing agencies and 3) why hate crimes and affronts to personal liberty are on the rise.

---

opportunities for self-reflection and assessment.

- Because institutional discrimination is illegal, accurate baseline data on institutional policies and practices (e.g., related to reporting and prosecution of hate bias crimes, lending policies, assignment of students to gifted programs or special education) are closely guarded and difficult to get. Community level data showing the effects of institutional racism (income and educational disparities by race; patterns of residential segregation) are easier to gather. However, data of these kinds are not very timely or sensitive – even substantial and widespread change may not show up in the data for several years.

- There is racism in evaluation, as in other spheres. A key question for evaluation of Project Change has been what constitutes success, and who says so.

Methods, markers of progress and indications of early results

We adopted the evaluation approach described below given these challenges and the existing state of the art in evaluation methodology. The approach evolved considerably over time, as we learned more about the nature of community-driven anti-racism work and Foundation support of this kind of work, and as we saw what communities were able to accomplish at various stages.

- The communities and LSF identified a number of markers of progress, often in hind-sight, that captured changes in the short-run than might predict changes in the quality of life for people in the communities in the long run. In the earliest years of Project Change, key markers of progress are:

  - Process goals: the development of adequate levels of trust and analysis among the multi-racial task force to plan and implement strategies together. Indicators included the ability of task force members to go public with the State of Racism research, their willingness to follow-through on commitments they made to the group (e.g., to provide access to leaders of banking institutions, to bring the media and public scrutiny into their work, to develop feasible, detailed and potentially effective strategies that were submitted for funding); and their demonstrated ability to stay with their work when its goals and efforts were attacked by various constituencies important to the group as a whole and its individual members.

  - The theoretical sufficiency of planned strategies: There is considerable knowledge about what it takes to improve some kinds of outcomes that

Project Change sites wanted to effect.[3] This makes it possible to consider the likely results of a strategy as it is being planned, well before effects can be documented. One early marker of progress for Project Change, then, was whether strategies were sufficiently comprehensive in scope and scale to produce their intended goals. Sufficiency was measured against research and best practices where that information is known.

- Implementation goals: Implementation of key elements of strategies. Examples are implementation of anti-racism training with targeted stakeholders (e.g., decision makers in lending institutions, the media, schools, government, community led organizations, parents of school children, heads of faith-based organizations); formation of new and apparently action-oriented coalitions (e.g., among law enforcement agencies, lending institutions, government agencies); and formation of ongoing anti-racism task forces within or across institutions (e.g., within the Department of Children and Family Services, community action agencies and housing advocates, leadership development groups, on college campuses).

- Early results: Indicators include things like changes in the racial composition of community boards and commissions that allocate resources, as a result of Project Change's involvement in nominating qualified candidates and raising awareness of the importance of this issue; changes in the policies and practices of television and newspaper reporting on community activities and crime; changes in the way people of color are treated when they apply for personal or business loans (whether or not they are funneled to non-discriminatory lending instruments or agencies); changes in the criteria used to select school officials, teachers, programs or curricula; changes in how resources are allocated to improve community facilities; changes in the infrastructure of mono-racial

[3]For example, for rates of graduation to change, research indicates that, at a minimum, it takes more equitable health outcomes at birth and in early childhood; developmentally appropriate and unbiased curriculum, teaching and promotion policies; attention to learning styles particularly in language development; more equitable outcomes that affect drop-out rates and risk behaviors (drinking, early parenting, etc.) and a sense of more equal rewards and opportunities for staying in school and good school performance. These are necessary even aside from considerations of parent leadership and involvement; uneven resource allocation to schools and other factors known to influence school performance. A strategy aimed at improving the equity of graduation rates has to attend to these issues, and it has to be implemented for a full cohort of young children from birth through twelfth grade. No one program has to do all this, of course, but the community as a whole has to provide the opportunities, activities, policies and incentives for a sufficient number of students at a strong enough intensity for it to be likely to occur.



BEST COPY AVAILABLE

organizations and coalitions; and changes in the vocabulary, analysis and attitudes of key stakeholders in communities, including government officials, business leaders, community advocates and the task force members themselves.

Data were collected from multiple sources to track these markers of progress. They included extensive interviews over multiple times with the same individuals — particularly coalition partners, people who were trained and other targets of institutional change; reports from community members at forums and focus groups; observation by evaluators; interviews with and observations by Foundation staff, TA providers and outside experts (to determine what might be meaningful changes); and review of program documents including self-assessments and proposals to the Foundation.

We also attempted to use data collected for the State of Race Relations reports and other public and community level data (HMDA and other CRA data, school retention, performance and graduation data and police records) to establish a baseline and measure long-term progress. For the reasons noted above, we did not rely on changes in these data to measure short-term progress. We hope they will be more useful as time passes. But a clear finding for evaluation is that these data, even if they can be collected and are accurate, may not show any changes over the life of evaluation given the length of time and intensity of strategies it will take to produce movement in them.

Data more sensitive to the kinds of work Project Change is doing will come from within institutions, if they will release them. One key is to build institutional accountability, including release of relevant data, into the anti-racism agreements that are negotiated with partner institutions and coalitions of these institutions.

Outcome indicators

Over time, we realized that the evaluation of Project Change is really an exercise in the development of grounded theory, where the most meaningful outcome indicators come from retrospective review of large quantities of information. That is, we know most clearly what matters later, once success is achieved and we can look backwards to see how and why it occurred.

Originally we intended to look at outcomes only in terms of the extent to which the planned strategies of Project Change achieved their intended goals, and to the extent these goals fell into the categories set by the Foundation for the initiative as a whole. As discussed more fully in the findings section, at least one community has achieved results in each of the four goals originally set for Project Change: change in institutional policy and practice; prevention of hate crimes; improved intergroup or within group relations; and change in the composition of key community boards and institutions. Project Change still intends to document these kinds of outcomes as work proceeds.

However, a mid-point analysis of early results showed that while Project Change was still planning and implementing its strategies, it was already producing important benefits for the communities in other ways. Thus, we eventually began to capture data on both intended and unintended benefits. They fall into the following categories:

- Intended benefits from strategies (sometimes called proactive benefits): These are changes that came from putting in place well-planned, effective strategies, as noted above. For example, Albuquerque designed a process to change the composition of key boards and institutions. It identified the public and public/private boards and their spheres of influence (for example, the zoning board influences the ability of businesses to locate in low-income communities); researched their current composition, term limits, nomination and selection processes; met with representatives of the Mayor to discuss the importance of diversity on these Boards; identified well-qualified candidates of color; and reached an agreement with city government that Project Change would be among the groups notified of vacancies and asked to nominate candidates. They also arranged for members of some boards to receive diversity training. Results from this strategy are captured as intended benefits.

- Benefits from good responses to opportunities (sometimes called reactive benefits): Many of the Project Change task forces also took organized and collective action on issues as they arose. Benefits from this work are captured as a good response to opportunity.

- Watchdog benefits (sometimes called movement benefits): The Project Change task forces and staff were the first to call our attention to the limitations of assessing their work only from the perspective of results from strategies they organized and put in place directly. They told us they were trying to begin, or reinvigorate, community-wide anti-racism movements that would have many indirect results.

  We thus began to look for, and capture, anti-racism benefits occurring in communities that could be traced to the fact that a new multi-racial organization existed in the community, was doing visible anti-racism work, and was reaching out and connecting with institutions, other activists and organizations.

  For example, in Valdosta, the Ku Klux Klan filed a request for a permit to march in the community. Valdosta Project Change heard about the request. Because of relationships it had built across the community, it was able very quickly to pull people together — including key leadership from many different sectors of the community — to discuss how best to oppose the march. When the Klan saw how rapidly Project Change and the community could marshal this large and influential group, it withdrew its permit request and the march was prevented.

As we looked, we found many other examples of these kinds of movement or watchdog benefits.

- Benefits from work that the leadership of Project Change did in spheres outside of Project Change (sometimes called leadership benefits). Project Change task forces are made up of highly experienced community leaders.[4] In interviews, these people reported specific anti-racism actions they had taken that they attributed, in whole or in part, to renewed passion and specific training they received from Project Change.

  For example, the President of a community college, when negotiating her next contract, included specific anti-racism goals for the college to be included in her performance based evaluation. A United Way Board member insisted that the process of selection for the United Way Executive Director be re-opened and done more equitably. The result was appointment of the first Latina United Way Executive Director in a community where 70 percent of the population is Hispanic. A task force member in a different community helped to introduce anti-hate crime legislation in the state senate, where it was eventually approved.

  The evaluation began to capture these activities as another important benefit of Project Change. They have turned out to be so prevalent and important that we plan to capture them more systematically through a survey of all current and former Project Change task force members (discussed more fully in the section on Evaluation Next Steps).

## OUTCOMES AND FINDINGS TO DATE

This section reviews outcomes and findings against two questions of interest to the various audiences for evaluation:

- Have the communities benefitted from their participation in Project Change?

- Has the initiative been of value as a social investment — that is, has it produced benefits beyond the communities where it is being implemented and does it further what we know as a field about how to do effective community-driven anti-racism work?

[4]Many of them held key community positions – across the four community task forces there were community activists, school board members, administrators at colleges and universities, heads of community based organizations and non-profit agencies, hospital, law enforcement and business CEOs and managers, clergy, etc.

Preliminary answers to these questions are highlighted below.

Benefits to communities to date

Project Change has produced a number of tangible benefits to the communities in which it has been operating. As noted earlier, these benefits fall into four main categories:

- Results from planned strategies;
- Benefits from actions Project Change has taken in response to opportunities that arose in the communities;
- Watchdog or movement-like benefits that come from the fact that a multi-racial, community-driven anti-racism effort is "on the job" in the community and willing to take visible action to stop racist activities or step in to areas of racial tension; and
- From the individual actions of the many community leaders who reported they took this action in whole or in part because their anti-racist awareness and skills were heightened through their service to Project Change.

The following pages list substantive results of Project Change for each category for each site. Substantive results are those that seem theoretically likely to lead to changes in the quality of life for people in the communities and fall into at least one of Project Change's original four anti-racism goals.[5]

In terms of strategies, other key findings are:

- The most effective strategies are the results of coalitions among Project Change, targeted institutions and community advocates.
- Two strategies that have produced tangible early benefits were implemented essentially as designed — the Fair Lending work and the strategy to diversify Boards and Commissions in Albuquerque. Except in those instances, strategy planning and implementation have taken a lot of trial and error. For example, each site began at least one strategy that it decided later was not likely to work well enough to be continued. One cannot overestimate how hard this work is, and how much we still have to learn about how to negotiate change.

[5] A benefit is listed if it was observed by the evaluation team, noted in the media and/or was confirmed in multiple interviews. The tables include benefits that Project Change caused or helped to cause. From among the things that occurred in the communities with anti-racism benefits, we attributed to Project Change only those where we could confirm the links between Project Change action and the eventual benefit.

| | ALBUQUERQUE | EL PASO | KNOXVILLE | VALDOSTA |
|---|---|---|---|---|
| **BENEFITS OF PLANNED STRATEGIES** | • After forming a successful banking coalition and training leaders of lending institutions and others, APC decided to spin-off and institutionalize its fair lending strategy. It created the Project Change Fair Lending Center at the Public Law Institute of the University of New Mexico. The APC Fair Lending Center provides training, information and technical assistance to community groups in their efforts to enforce CRA and related laws and regulations<br><br>• The Project Change Fair Lending Center sponsored a "Community-Lender Partnership Summit" that brought together 150 bankers, government officials, and community development advocates from throughout New Mexico to explore ways to expand credit and capital for people of color and low-income residents. | • EPPC partnered with the El Paso Times and a local television station to formulate a race-relations survey, along with a related week-long race-relations series in the newspaper and on television news reports.<br><br>• EPPC partnered with El Paso Police Department, the Immigration and Naturalization Service and the U.S. Border patrol to provide three-part race relations training to their personnel. Plans are to continue efforts within each of these organizations with more extensive training<br><br>• EPPC sponsored a workshop on identifying hate crimes and how those responsible can be held accountable attended by over sixty individuals representing local law enforcement agencies, clergy, and the El Paso School District | • KPC supported FBI in sponsoring a two-day training conference on hate crimes for 70 law enforcement agents from East Tennessee including chiefs, sheriffs and line officers<br><br>• KPC sponsored Undoing Racism Workshop for 35 educators, local law enforcement officials and leaders of civic and social organizations. Training provided by the People's Institute for Survival and Beyond, a well-respected national anti-racism training and advocacy organization<br><br>• Sponsored workshop with national facilitator to hone leadership skills of grassroots organizations and those who work with them. Used input from session for planning | • Ten Valdosta banks--the VPC banking coalition--have established criteria and pledged $50,000 each to process special loans through their respective banks to provide help to low-income Valdostans seeking home ownership<br><br>• Banks represented in the VPC banking coalition voluntarily conducted internal racism audits among staff, management and customers<br><br>• VPC conducted three annual multi cultural education conferences to discuss incorporation of multi-cultural curriculums and train teachers in Valdosta City and Lowndes County schools |

| | ALBUQUERQUE | EL PASO | KNOXVILLE | VALDOSTA |
|---|---|---|---|---|
| **BENEFITS OF RESPONSES TO OPPORTUNITIES** | • City relies on APC as one of the organizations that can identify qualified people to fill vacancies on Boards and Commissions<br><br>• Several people nominated by APC have been placed | • EPPC developed partnerships with the FBI, ATF, Texas Department of Public Safety, El Paso Detective Bureau, EPPD, El Paso Fire Department, NAACP, and the University of Texas at El Paso to address hate crimes | • KPC received contract to deliver 12 hours of diversity training to 25 recruits of the Knoxville Police Department<br><br>• KPC participated in a letter writing campaign to encourage legislators to pass Senate Bill 897 to increase penalties for existing crimes where the perpetrator chose the victim out of hatred. This bill was passed in the Senate by a vote of 23-9. | • VPC spoke with mayor and city council of Hahira in response to request for advice from African-American community in Hahira on disparity in use of funds to improve sidewalks and gutters in black and white communities. This meeting resulted in a reallocation of funds. |

| | ALBUQUERQUE | EL PASO | KNOXVILLE | VALDOSTA |
|---|---|---|---|---|
| WATCHDOG BENEFITS | • As a member of CREDIT (an umbrella organization of grassroots community groups), participated in two bank merger negotiations that yielded $5,000,000 and $1.3 billion in targeted loan funds and related community services. | | • In response to four deaths of men-including 3 African-Americans-in police custody, KPC sponsored Van Jones of Bay Area Police Watch to come speak to interested Knoxville stakeholders. As a result, a Knoxville Police Advisory and Review Commission was established to review alleged misconduct by police. | • VPC prevented a proposed public rally by a white supremacist group in the City of Valdosta<br><br>• VPC met with local sheriff and a community group to address issues about the Lowndes County Jail system. Based on research and recommendations from VPC, a 3-member panel was selected to form a Citizen Review/Advisory Committee for the County Jail |

| | ALBUQUERQUE | EL PASO | KNOXVILLE | VALDOSTA |
|---|---|---|---|---|
| **LEADERSHIP BENEFITS** | | • The chair of EPPC was also the chair of El Paso United Way. In response to what he perceived to be a biased selection process for a new Executive Director of United Way, he resigned. United Way reopened the process and hired its first Latina Executive Director. | | • VPC staff person was first African-American appointed to the Lowndes County elections committee in more than 30 years. With the VPC as its chair, the county elections committee increased the distribution of polling places and managers. As a result of this process there was an increase in polling places in African-American communities. |

- The LSF Board of Directors at one point asked whether evaluation evidence suggested that communities could have done their strategy work faster, better or cheaper. We concluded, given everything that was known at the time the work began, they could not. Each of the four multi-racial anti-racism task forces had to take the time to do necessary process work and begin to develop an anti-racism analysis and vocabulary. All of the institutional partners had to be brought along. Trial and error are an inevitable part of the process, as are some level of volunteer burn-out and resistance. Their resolution takes time and resources.

- At the same time, tangible benefits do appear to come more frequently now. Some of these benefits are the awaited results of planned strategies. But some are also from the increasing capacity of the communities to capitalize on opportunities. So while it is not true that early work could be done "faster, better or cheaper," early investments in time and process do make it easier for communities to do better and faster work later on.

Benefits from a social policy perspective

Project Change has also produced benefits from a social policy perspective. Key findings are:

- Project Change has demonstrated that tangible anti-racism benefits can be produced through multi-racial community driven work. Early results indicate the beginnings of success by at least one community in each of the original four outcome areas. For example:

  - The banking coalitions in Albuquerque and Valdosta have identified, and begun to dismantle, particular institutional policies and practices that promote or encourage racial discrimination;

  - Public education and coalition building strategies in Knoxville, combined with anti-hate crime work, appear to be easing tension between targeted members of majority and minority groups;

  - The Albuquerque Board and Commission strategy, and action by individual task force members (leadership benefits) in El Paso have promoted fair representation of community diversity in the leadership of important community institutions; and

  - Valdosta Project Change successfully organized its community to prevent an overt act of racial prejudice.

- The work is expanding to other communities, in part because of lessons that Project Change has shared. At least three additional communities, and two additional funders, used this information to develop anti-racism initiatives that may produce similar benefits for other people in other places.

- Project Change has established a national office to create an institutional home for anti-racism work of the kind represented by Project Change, support work already begun and serve as a catalyst for additional anti-racism work. The office was created by a grant from LSF to the Tides Center.

  In addition to its oversight of Project Change and fund raising activities, the national office has moved to fill several information gaps in the field. It has published in hard copy and on the Internet:

  - A glossary *(Attachment I: "The Power of Words" Project Change in Action, Lessons Learned II)* with definitions promoting an analysis of race and racism;

  - A resource guide (*Anti-Racist Work: An Examination and Assessment of Organizational Activity*) of trainers, technical assistance providers and other materials and resources that Project Change believes meet quality standards;

  - CAMBIO, a newsletter for the Project Change network that includes attention to anti-racism issues as well as updates of the work;

  - A website (anti-racismnet.org) with content that supports anti-racism actions in response to current news and learnings; and

  - In partnership with The Institute for Democratic Renewal (School of Politics and Economics, Claremont Graduate University) the national office is producing a guide (*Tools for Community Builders*) for community collaborations and others on how to attend to personal and institutional racism and embed anti-racist practices throughout their community building work.

  The office has also helped the Project Change communities to develop and upgrade their own information sharing activities. For example, there are individual community Project Change websites, linked to a wider audience and each other through a national Project Change website (separate from antiracismnet.org).

The national office also continues to share evaluation findings and lessons with a very broad audience of communities, funders, policymakers and advocates, in two documents (*Lessons Learned I, How to Plan An Anti-Racism Initiative, Lessons Learned II, Project Change in Action).*

**EVALUATION NEXT STEPS**

We are planning on doing a summative evaluation of Project Change that will be published in 2002, to look at outcomes and lessons ten years after the initiative began. In the interim, the national Project Change office continues to identify gaps for the field which we may help them to fill.

For example, there is a demand from communities and funders for more detailed and evaluative information about available training and technical assistance resources and its results. Project Change particularly wants to let people know what it takes to support anti-racism work – as distinct from issues of diversity, multiculturalism, etc. They would also like people to know more about the scope and outcomes of their investment in multiple kinds of training and leadership development for Project Change communities. CAPD is likely to be working with Project Change to document and assess results from these kinds of activities.

It has also become clear to us, over the course of our work with Project Change, Healing the Heart of Diversity, and development of the Democracy, Race, Community Building Handbook that the state of the art in evaluation of anti-racism efforts lags behind what programs and community collaborations need to track their progress and tell their stories. As a field, we need to share what we have learned about evaluating these kinds of programs, in order to:

- Understand and articulate different theories of change that drive the work;
- Identify sound ways to know if programs are on track to achieving their long-term anti-racism goals;
- Create benchmarks for process and implementation work, in terms of the time it takes, necessary and sufficient components, and resources; and
- Set high but realistic goals that might promote additional long-lasting and effective work.

CAPD is currently developing a project to help upgrade the collective capacities of anti-racism programs, evaluators and funders to meet these goals.

RECENT PUBLICATIONS AVAILABLE FROM CAPD

Applying CAPD's School Readiness Approach in Work with Communities in Connecticut. S.A. Stephens. December 1999.

Some Emerging Lessons on Child Assessment in Early Education. S.A. Stephens. November 1999.

Some Issues to Consider in Results-Based Contracting with Service Providers. S.A. Stephens. September 1999.

Public Housing: Potential Grant Making Goals and Strategies. Susan T. Batten, Bonita G. Stowell with S. J. Koenig and W. C. Wolf. June 1999.

Evaluation of the Eureka Communities: Third Year Findings. Susan T. Batten, Peter J. York. May 1999.

Improving Outcomes for Teen Parents and Their Young Children by Strengthening School-Based Programs: Challenges, Solutions and Policy Implications. S. A. Stephens, Wendy C. Wolf and Susan T. Batten. April 1999.

Assessment of the Healing the Heart of Diversity Retreat Series. Davido M. Dupree and Sally A. Leiderman. March 1999.

Seeking Supervision: Local Implementation of the TANF Minor Teen Parent Living Arrangement Rule, Susan T. Batten, Stephanie L. Koenig, March 1999. (One of a 3-part series; companion documents produced by the Center for Law and Social Policy and the Social Policy Action Network).

Brief Lessons on Leadership. Susan T. Batten. February 1999.

The Children First Initiative: Observations and Emerging Lessons from Early Work. Sally Leiderman and Peter J. York. 1998.

Planning Guide for Community Discussion and Reflection Processes. G. Allen, S. T. Batten, S. Leiderman and S. A. Stephens. May 1998.

The Results-Oriented Evaluation of Maryland's Family Support Centers - Final Report. S. A. Stephens, S. Saporito, M. Boccuti and B. Stowell. May 1998.

Recommended Results Indicators of Child and Family Well-Being of the Systems Reform Results Workgroup. S. A. Stephens and Jennifer A. Zapf. 1998.

Preliminary Findings: An Evaluation of Eureka Communities. Susan T. Batten, Peter J. York and Maria A. Boccuti. June 1997.

Improving Outcomes for Young Children, Families and Communities: Lessons Learned. CAPD Working Paper III. Wendy C. Wolf and Sally H. Leiderman. 1997. 6 pages.

Lessons Regarding Comprehensive Services for Families and Public Housing and Community Organizing and Leadership Development. Susan T. Batten, Bonita G. Stowell. February 1997.

Public Housing Grantmaking: Potential Goals and Strategies. Susan T. Batten, Bonita G. Stowell, Wendy C. Wolf. June 1997.

Some Thoughts About Public Will. Sally H. Leiderman, Wendy C. Wolf, Peter J. York. 1997.

**OUR FULL PUBLICATIONS LIST AND MOST OF THE ABOVE DOCUMENTS CAN BE DOWNLOADED DIRECTLY AT WWW.CAPD.ORG**

CENTER FOR
ASSESSMENT AND
POLICY
DEVELOPMENT

111 Presidential Boulevard
Suite 234
Bala Cynwyd, PA 19004

610 664-4540
fax 610 664-6099

BEST COPY AVAILABLE